C128p
1919-20

PRELIMINARY REPORT

WHAT CALIFORNIA HAS DONE

TO PROTECT ITS

WOMEN WORKERS

CALIFORNIA STATE PRINTING OFFICE
SACRAMENTO
1921

C125P
1919-20

To the Governor and the Legislature of the
State of California,
Sacramento, California.

In compliance with Chapter 324, Statutes of 1913, and pending the completion of the Fourth Biennial Report, we herewith transmit a report of the investigations and proceedings of the Industrial Welfare Commission for the biennial period 1919-1920.

Respectfully,

INDUSTRIAL WELFARE COMMISSION
STATE OF CALIFORNIA.

A. B. C. Dohrmann,
Chairman.

Katherine Philips Edson,
Executive Commissioner.

Walter G. Mathewson.
Alexander Goldstein.

April 1, 1921.

RELATION BETWEEN RECOMMENDED BUDGET FOR INDUSTRIAL WELFARE COMMISSION AND TOTAL RECOMMENDED BUDGET FOR ALL DEPARTMENTS OF THE STATE OF CALIFORNIA

1921–1922

$130,985.00 recommended budget for Industrial Welfare Commission.

$81,387,692.00 recommended budget for all departments of the State of California.

The recommended budget for the Industrial Welfare Commission is one-sixteenth of one per cent of the total recommended budget for all departments.

OFFICERS AND REGULAR EMPLOYEES OF THE INDUSTRIAL WELFARE COMMISSION.

(As of January 1, 1921.)

COMMISSIONERS:

A. B. C. Dohrmann, *Chairman.*

Katherine Philips Edson, *Executive Commissioner.*

Walter G. Mathewson.

Alexander Goldstein.

EMPLOYEES:

	Per month
Assistant Secretary	$175 00
Southern California Representative	175 00
Chief Clerk	175 00
Special Investigator Industrial Education (half-time)	75 00
Stenographer, Secretarial	150 00
Four Special Agents	150 00
Three Special Agents	125 00
Three Stenographers	100 00
Statistical Clerk (half-time)	65 00
Consulting Engineer, per diem	15 00

(Per diems not to exceed seven monthly.)

FINANCIAL STATEMENT.

APPROPRIATIONS AND EXPENDITURES.

Appropriations for seventy-first and seventy-second fiscal years:		
Support, Chapter 645	$70,000 00	
Emergency Resolution No. 14	10,000 00	
Emergency Resolution No. 37	1,000 00	
		$81,000 00
Contributed funds:		
Canners' Audit Fund 1919	$6,798 91	
Canners' Audit Fund 1920	6,702 37	
California Walnut Growers' Fund	500 00	
		14,001 28
		$95,001 28

Statement of Expenditures.

(Seventy-first Fiscal Year.)

Function	Materials and supplies	Salaries and wages	Service and expense	Property and equipm't	Total
Administration:					
Commissioners and Executive Officer	$1 75	$4,020 00	$1,672 05	$6 25	$5,700 05
Accounting and clerical	627 62	4,652 53	1,829 36	89 04	7,198 55
					$12,898 60
Welfare	1,463 27	16,944 49	6,471 97	220 25	25,099 98
Canners' Audit		3,900 10	2,898 81		6,798 91
Walnut Growers' Audit		297 03	202 97		500 00
	$2,092 64	$29,814 15	$13,075 16	$315 54	$45,297 49

The Commissioners' per diems, during the seventy-first fiscal year, totaled $1,180, or approximately $19.66 per Commissioner per month. The Commissioners' traveling expenses, in the same period, totaled $453, or $7.55 per Commissioner per month—the total cost per month for per diems and traveling expenses being $136.09 for the Commissioners.

The Commission has requested a budget of $135,875 to meet the expenses of the coming biennial period. The recommendation of the Budget Board reduced this estimate to $130,985. It may be noted that the total appropriation granted the Industrial Welfare Commission for the seventy-first and seventy-second fiscal years was thirteen one-hundredths of one per cent (.0013%) of the total appropriations granted by the Legislature for that period for the operation of all departments of the State of California; and, that the recommended budget for the Industrial Welfare Commission for the coming biennial period is sixteen one-hundredths of one per cent (.0016%) of the total recommended appropriation for the operation of all departments of the state.

POWERS AND DUTIES OF THE INDUSTRIAL WELFARE COMMISSION.

The Industrial Welfare Commission was established by act of legislature in 1913. To it was given the duty of establishing and enforcing a minimum wage, the maximum hours of labor and the standard conditions of labor consistent with the health and welfare of women and minors in industry.

The minimum wage is the lowest wage that can be paid to experienced women and minors working in any industry in which the Industrial Welfare Commission has made wage orders and the amount of the minimum wage is based upon the cost of living of a self-dependent woman. The minimum wage is determined after the Commission has made an investigation of the cost of living and after the holding of wage boards and a public hearing. Under the authority given it by the law, the Commission also fixes the rates and conditions of apprenticeship and limits the number of apprentices or learners that may be employed in any industry or establishment.

The Commission has limited the working hours of women in further restriction of the hours permitted by the Eight Hour Law, by prohibiting night work in certain industries and by making high overtime rates for overtime work in fish and fruit and vegetable canneries and in fresh fruit packing houses, all of which are exempt from the provisions of the Eight Hour Law.

The Commission has insured proper working conditions for women by the issuance of two sanitary orders, one regulating factories, canneries and laundries and the other effective in stores. These orders require employers to furnish clean, well-lighted and well-ventilated workrooms, seats (wherever the nature of the work permits), and proper dressing-room facilities.

WHAT CALIFORNIA HAS DONE TO PROTECT ITS WOMEN WORKERS.

During the biennial period of 1919-1920, the Industrial Welfare Commission has twice amended its wage orders in accordance with the increase in the cost of living; it has extended its regulations to include the printing, bookbinding, lithographing and engraving trades, the hotel and restaurant industry and certain field occupations in which women are employed, and has standardized sanitary conditions in mercantile establishments.

A study of the cost of living was begun by the Commission in July, 1918. It included the results of the investigations of increases in the cost of living made by the United States Bureau of Labor Statistics, the studies of the cost of living on the Pacific Coast made by the University of Washington, by the National Industrial Conference Board and by the University of California, as well as studies made by agents of the Commission.

A public hearing was held in San Francisco on December 6, 1918. From the evidence thus obtained, Executive Commissioner Edson recommended a budget of $13.57 as the minimum cost of living of a self-dependent woman. This study was accepted and the Commission, within a period of two months, issued wage orders in the mercantile industry, fruit and vegetable canning industry, fish canning industry, laundry and dry cleaning industry, fruit and vegetable packing industry, in general and professional offices, all unclassified occupations and in the manufacturing and hotel and restaurant industries, on the basis of a $13.50 weekly minimum wage.

Realizing that there had been a considerable increase in the cost of living since the establishment of the $13.50 minimum wage, the Commission, on April 6, 1920, directed that an investigation be made of the cost of living of a self-dependent woman. Information on living costs was obtained from budgets submitted by women workers in a number of industries and from a general investigation carried on by agents of the Commission. Conferences were held by the Commission with employers and workers in all industries, and a public hearing was held in San Francisco on March 24, 1920.

On the basis of the information thus obtained, Executive Commissioner Edson prepared a minimum budget of $16.11 a week. The Commission submitted this tentative budget to the following groups: The Hotel and Apartment House Association, which said that the room rent was an absolute minimum; the Retail Dry Goods Association, which approved the clothing budget; and hotel and cafeteria managers who approved the amount allowed for the food budget as being the least possible estimate, based on the cost of food in cafeterias and moderate-priced restaurants. The budget has never been challenged by any group of employers or workers.

Following the adoption of the $16 weekly minimum wage, the Commission amended its wage orders in the fruit and vegetable canning, mercantile, fish canning, laundry and dry cleaning, and fruit and vegetable packing industries, in general and professional offices, unclassified occupations and in the manufacturing and hotel and restaurant industries, to provide for the new minimum. A minimum wage order was issued for the protection of women engaged in such field work as the cutting and pitting of fruit for dry-yards,

and similar occupations. All these orders were issued within a period of three months. In February, 1920, the printing, bookbinding, lithographing and engraving trades, hitherto not regulated by the orders of the Commission, had been classified under the general manufacturing industry, and the minimum wage in these trades was therefore increased on July 27, 1920, to $16.

It is the practice of the Commission to call for the filing of certified pay roll reports from employers of women in certain industries immediately following the issuance or amendment of wage orders in those industries. The careful checking of these reports frequently necessitates inspection to secure conformance with the orders of the Commission, and the pay roll data is later tabulated, that the Commission may observe and report on the effect of its rulings.

The following tables show the per cent of women and female minors receiving specified weekly rates of pay in the laundry and dry cleaning industry, in the mercantile industry, and in the manufacturing industry. These three industries, employing 57,000 women in 3250 establishments, are the industries in which women workers are concentrated in the largest employment groups. In the mercantile and laundry industries, pay rolls were obtained under the $10 minimum wage three months before the $13.50 minimum wage was established, so that the effect of the higher minimum on the wages of the women could be studied. In the manufacturing industry, the $10 minimum wage became effective in January, 1919, so that in that industry the pay roll reports filed after the issuance of the three minimum wage orders show clearly the results of these orders. These tables indicate that upon the adoption of a higher minimum wage the per cent of women in the minimum wage group itself is greatly increased, showing that many of the women in the lower paid groups are raised to the minimum. This increase in the per cent of women in the minimum wage group has not been at the expense of women receiving over the minimum, as the per cent of women in these higher paid groups has increased also.

MANUFACTURING INDUSTRY.

Per cent of female time workers receiving weekly rates of—

Period	Date	Less than $10.00	$10.00 and less than $13.50	$13.50 and less than $16.00	$16.00 and less than $17.00	Over $17.00	Total	Number of female time workers	Number of establishments
Under $10.00 Minimum Wage Order	Jan., 1919	14.8	52.1	18.5	3.7	10.9	100	[1]9,219	674
Under $13.50 Minimum Wage Order	Sept., 1919	2.2	24.8	45.8	6.4	20.8	100	[2]13,302	904
Under $16.00 Minimum Wage Order	Oct., 1920	0	5.7	13.0	35.1	46.2	100	[3]14,491	1,030

In addition to these time workers—

[1]4,292 piece workers; all experienced piece workers guaranteed the minimum wage.
[2]5,628 piece workers; all experienced piece workers guaranteed the minimum wage.
[3]5,881 piece workers; all experienced piece workers guaranteed the minimum wage.

LAUNDRY INDUSTRY.

Per cent of female time workers receiving weekly rates of—

Period	Date	Less than $10.00	$10.00 and less than $13.50	$13.50 and less than $16.00	$16.00 and less than $17.00	Over $17.00	Total	Number of female time workers	Number of establishments
Under $10.00 Minimum Wage Order	May, 1919	5.0	58.8	21.9	3.6	10.7	100	[1]7,315	481
Under $13.50 Minimum Wage Order	Aug., 1919	.3	11.9	54.6	8.9	24.3	100	[2]7,983	568
Under $16.00 Minimum Wage Order	Aug., 1920	0	2.7	6.7	31.5	59.1	100	[3]7,562	504

In addition to these time workers—

[1]605 piece workers; all experienced piece workers guaranteed the minimum wage.
[2]656 piece workers; all experienced piece workers guaranteed the minimum wage.
[3]347 piece workers; all experienced piece workers guaranteed the minimum wage.

MERCANTILE INDUSTRY.

Per cent of women and female minors receiving weekly rates of—

Period	Date	Less than $10.00	$10.00 and less than $13.50	$13.50 and less than $16.00	$16.00 and less than $17.00	Over $17.00	Total	Number of female time workers	Number of establishments
Under $10.00 Minimum Wage Order	Mar., 1919	10.0	46.4	20.9	4.0	18.7	100	21,627	1,336
Under $13.50 Minimum Wage Order	July, 1919	6.3	18.8	48.1	5.0	21.8	100	23,088	1,605
Under $16.00 Minimum Wage Order	Aug., 1920	.4	5.5	7.2	40.0	46.9	100	28,645	1,710

The effect of the three minimums may be more clearly shown by the following tables, which give the cumulative per cents of women receiving specified weekly time rates:

MERCANTILE INDUSTRY.

Cumulative per cent of women and female minors receiving weekly rates of—

Period	Date of pay roll	Less than $10.00	Less than $13.50	Less than $16.00	Less than $17.00	$17.00 or over	Total
Under $10.00 Minimum Wage Order	March, 1919	10.0	56.4	77.3	81.3	18.7	100
Under $13.50 Minimum Wage Order	July, 1919	6.3	25.1	73.2	78.2	21.8	100
Under $16.00 Minimum Wage Order	August, 1920	.4	5.9	13.1	53.1	46.9	100

LAUNDRY INDUSTRY.

Cumulative per cent of female time workers receiving weekly rates of—

Period	Date of pay roll	Less than $10.00	Less than $13.50	Less than $16.00	Less than $17.00	$17.00 or over	Total
Under $10.00 Minimum Wage Order	May, 1919	5.0	63.8	85.7	89.3	10.7	100
Under $13.50 Minimum Wage Order	August, 1919	.3	12.2	66.8	75.7	24.3	100
Under $16.00 Minimum Wage Order	August, 1920	0.0	2.7	9.4	40.9	59.1	100

MANUFACTURING INDUSTRY.

Cumulative per cent of female time workers receiving weekly rates of—

Period	Date of pay roll	Less than $10.00	Less than $13.50	Less than $16.00	Less than $17.00	$17.00 or over	Total
Under $10.00 Minimum Wage Order	January, 1919	14.8	66.9	85.4	89.1	10.9	100
Under $13.50 Minimum Wage Order	September, 1919	2.2	27.0	72.8	79.2	20.8	100
Under $16.00 Minimum Wage Order	October, 1920	0.0	5.7	18.7	53.8	46.2	100

On the basis of the pay roll reports submitted to this office, it has been estimated that the increases in the minimum wage have resulted in increasing the rates of pay of women workers as follows:

Yearly Increases in Rates of Women Workers.

Industry	Increase in minimum	Increase in wages	
Laundry	$10 to $13.50 a week	$1,027,749 06	
	$13.50 to $16 a week	1,223,421 06	
Mercantile	$10 to $13.50 a week	1,200,229 16	
	$13.50 to $16 a week	4,012,014 24	
Manufacturing	$10 to $13.50 a week	1,105,821 96	
	$13.50 to $16 a week	3,101,984 60	
Canning	$10 to $13.50 a week	398,613 80	Season of 1919
(Increase to cutters)	$13.50 to $16 a week	407,454 40	Season of 1920

INSPECTIONS.

Over 1600 inspections for the enforcement of the wage and sanitary orders of the Commission have been made in the year and one-half period from July1, 1919, to January, 1920. The Commission has had during that period the services of eight agents, whose duties included the making of plant inspections and the checking of certified pay roll reports filed with the Commission. During the year and one-half period, 8500 such reports were filed. Examination of these records brought to light a large number of cases of non-conformance with the minimum wage orders, which only personal inspection by the agents of the Commission could clear. The violations included nonpayment of the minimum wage, an excess number of learners and incorrect payment of apprentices. Over $30,000 has been collected in back wages during the period, as a result of the inspection of these reports and the field inspections by agents of the Commission.

During the canning seasons of 1919-1920, intensive inspection in the fruit and vegetable canneries was necessitated by the fact that the Commission, at the desire of both employees and employers, sanctioned a piece-rate method of payment for the preparation of fruit and vegetables, with the proviso that the piece-rates should yield to two-thirds of the women working upon them, not less than the minimum hourly rate of 33⅓ cents. The women whose earnings fell below 33⅓ cents an hour constituted the apprentice group which the Commission limited in this industry, as in others, to one-third of the number of women and female workers.

In order to insure the adequacy of the piece-rates, it was necessary to make a weekly pay roll inspection and audit of all canneries operating on a piece-rate method of payment for the preparation of fruit and vegetables. The credit for the auditing plan is due to the canners' associations of the state, in that their members proposed that they put special investigators in their establishments at their own expenses, to insure the yielding power of the piece-rates required by the Commission. The Commission could not accept this but proposed, as an alternative, regional auditors, chosen by the Commission under regulation of the State Civil Service, and directed by and solely responsible to the Commission, to make weekly inspections of the pay rolls of the women cutters in all canneries operating on a piece-rate basis. Funds from which these auditors were to be paid were to be collected by the canners, deposited with the State Treasurer and audited by the State Board of Control, as are all other state funds. This arrangement was accepted by the canners.

During the two canning seasons, 2775 such audits were made in canneries employing approximately 30,000 women. The increase in wages resulting from the increased piece and time rates established by the Commission, and the further increase of approximately $200,000 found necessary by the weekly pay roll audit, amounted to over $1,000,000.

Owing to a lack of funds, the Commission has not been able to call for the filing of certified pay roll reports in the hotel and restaurant industry, fruit and vegetable packing industry, general and professional offices, unclassified occupations and field occupations. The inspections of these occupations have been practically limited to those made necessary by actual complaint, and the great number of women employed have not received the full measure of protection afforded to women workers in the industries in which women are concentrated in large employment groups.

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